

# **Refuse Collection and Recycling Template User Guide**

# Refuse Collection and Recycling User Guide Contents

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# 1. Refuse Collection and Recycling Template User Guide

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## 1.1 Introduction

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### 1.1.1 Purpose

The Facility Support Contract/Base Operations Support (FSC/BOS) Template provides a common framework for Navy-wide performance-based contracts. NAVFAC and DoD policy is to obtain FSC services in a “performance-based” manner. This User Guide describes how to apply the Template to Refuse Collection and Recycling services. The Template is to be used for fixed-price negotiated procurements using source selection procedures. Users are encouraged to tailor the application of this template to the unique circumstances of their individual acquisitions. There are a number of things to keep in mind during the tailoring process:

1. Read the General Information User Guide in addition to this User Guide.
2. Pay particular attention to the annotation <<Note to Spec Writer>>.
3. Delete, add, or modify as required, but avoid adding unnecessary “how to” requirements and management prescriptions.
4. When tailoring, be careful not to create conflicts or ambiguities.
5. Be sure ALL the individual elements of the acquisition are consistent and designed for the best overall outcome.

### 1.1.2 Scope of Refuse Collection and Recycling

The Refuse Collection and Recycling Template includes all labor, management, supervision, tools, material, supplies, equipment, and transportation required to perform refuse collection and recycling, including housing, and transfer of marketable items to the servicing Defense Reutilization Management Office (DRMO). This function includes the collection, transportation, and disposal of refuse and recyclable materials from commercial, industrial, residential, and community activity sources. The following services are not considered refuse collection and recycling and are not included this template:

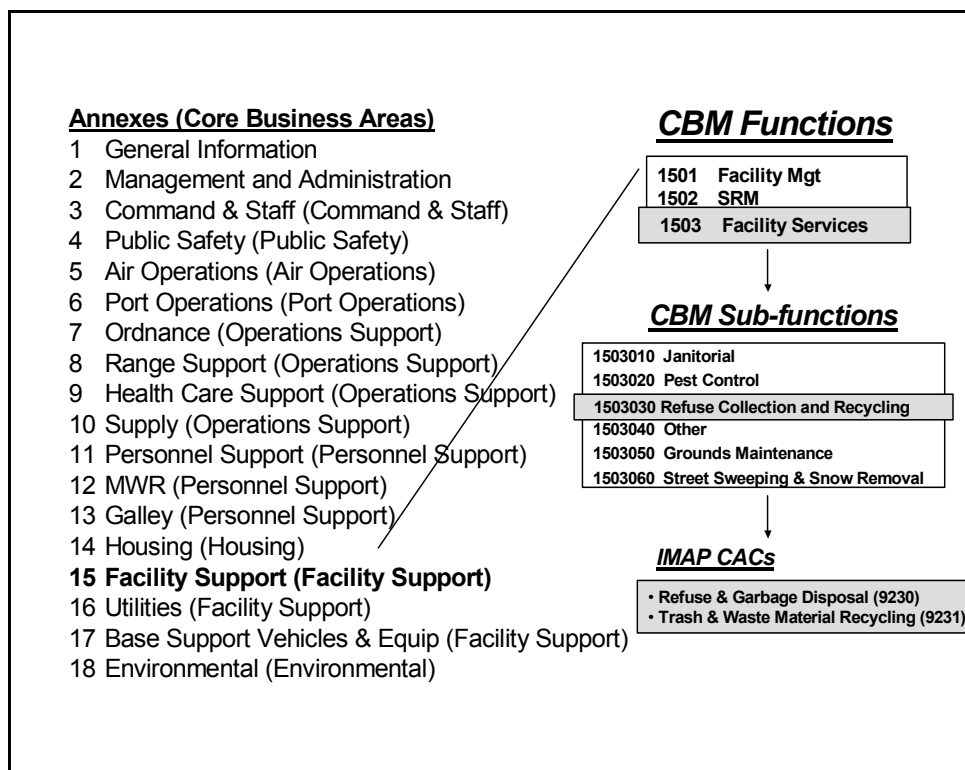
- **Hazardous waste** is defined as waste material that, because of its quantity, concentration, or physical, chemical, or infectious characteristics may: (1) cause, or significantly contribute to, an increase in mortality or an increase in serious irreversible, or incapacitating reversible, illness; or (2) pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported, disposed of, or otherwise managed. Guidance on contracting for hazardous waste collection and disposal services is addressed in Annex 18 (Environmental) under Hazardous Waste Disposal.
- **Infectious/medical waste** is generated by medical facilities and may result in infection or disease if encountered by unprotected humans. Commanders of medical facilities are

responsible for the collection and disposal of these wastes in coordination with Public Works engineers.

- **Solids or dissolved** materials from domestic or industrial waste water treatment plants. For purposes of the Refuse Collection and Recycling Template the Refuse Collection and Recycling function includes all labor, management, supervision, tools, materials, supplies, equipment, and transportation required to perform Refuse Collection and Recycling including housing. Included are services such as emptying waste containers, low dusting/cleaning, sweeping/dust mopping, vacuuming carpets and rugs, cleaning walk-off mats, spray cleaning and buffing, restroom services, perimeter services, and periodic services such as damp mopping, waxing and buffing, stripping and re-waxing. Collection and disposal of solid waste is included in the Refuse Collection and Recycling Template.

### 1.1.3 Annex Alignment to Installation Management Accounting Project

Figure 1 below shows how the Refuse Collection and Recycling sub-function aligns with the Navy's Installation Management Accounting Project (IMAP) Core Business Model (CBM) and Cost Account Codes (CACs). For additional information on IMAP, see the General Information User Guide.



**Figure 1. Annex Alignment to IMAP**

#### 1.1.4 CAC Definition

Table 1 below shows a partial list of the IMAP 2004 Refuse Collection and Recycling CAC definitions. Since CACs change periodically, refer to the IMAP website for the latest. The Refuse Collection and Recycling Template may accommodate different cost models such as the Installation Process Model (IPM) used by the Marine Corps.

Title	CAC	Definition
Refuse and Garbage Disposal	9230	Includes the cost of collection of refuse and garbage including vehicle operators salaries and operation of central can-washing plants, the cost of operation of refuse and garbage incinerators, sanitary fill, burning pits, grinders and the cost of maintenance of refuse and garbage containers. Also includes the cost of services purchased from others including private companies, other Government agencies and other naval installations. Excludes the maintenance and operating costs (including fuel) of vehicular transportation equipment whether Government or Contractor owned except where such costs cannot be separately identified. Family housing costs will be charged to CAC 9210.

**Table 1. IMAP CACs for Refuse Collection and Recycling**

#### 1.1.5 Standard Numbering for Refuse Collection and Recycling

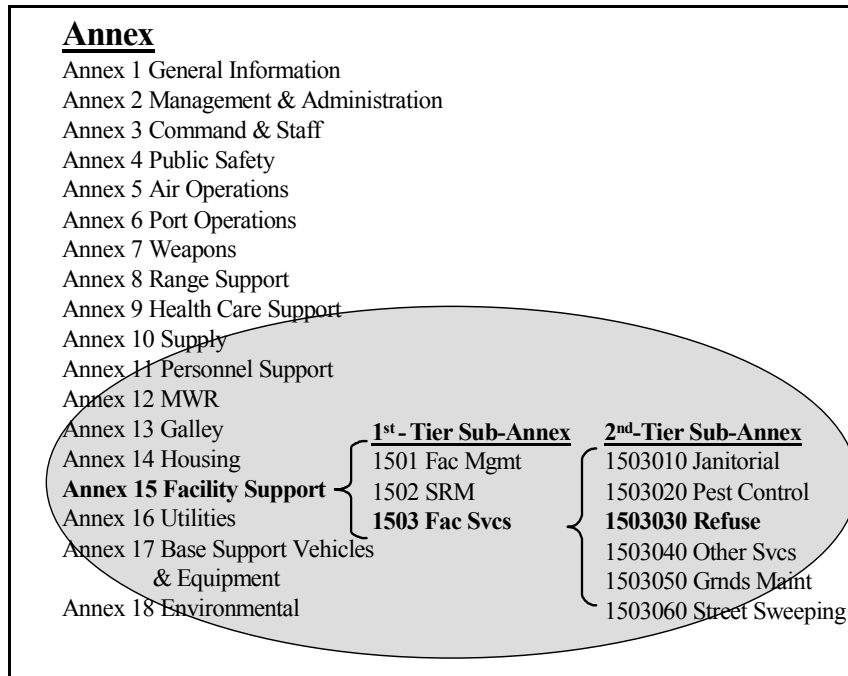
Figure 2 below shows the standard numbering convention for Refuse Collection and Recycling. Annex 15, Facility Support includes three first-tier sub-annexes:

Facility Management (1501)

Sustainment, Restoration and Modernization (1502)

Facility Services (1503)

First-tier sub-annex 1503, Facility Services contains six second-tier sub-annexes: Second-tier sub-annex 1503030 will always represent Refuse Collection and Recycling in NAVFAC contracts and is referred to as Specification 1503030. Users are not authorized to edit the numbering convention.



**Figure 2. Standard Numbering Convention Example**

The numbering convention for specification number xxyyzz0 is:

- The first 2 digits xx represent the annex number (varies from 01 to 18)
- The next 2 digits yy represent the first tier sub-annex number
- The next 2 digits zz represent the second tier sub-annex number
- The last digit is reserved for future use

## **1.2 Refuse Collection and Recycling Template Elements**

The Refuse Collection and Recycling Template includes specifications and supporting documentation that supplement all other required contract regulation, policy and procedure as shown in Table 2 below.

Section	Title	Description
C	Performance Work Statement	Section C contains technical specifications expressing expectations of the work to be performed stated as performance objectives, related information and measurable standards. Annexes 1 and 2 will be included in every solicitation. See General Information User Guide.
F	Deliveries or Performance	Section F contains a summary list of data deliverables/reports applicable to Refuse Collection and Recycling.
J	List of Documents, Exhibits, and Other Attachments	Section J contains sample attachments (e.g., maps and locations, recycle collection points, and ELINs).
L	Instructions, Conditions, and Notices to Offerors or Respondents	Section L contains sample technical proposal questions specific to Refuse Collection and Recycling.
-	Functional Assessment Plan (FAP)	The Refuse Collection and Recycling FAP provides suggested methods of assessment and sample sizes for accomplishing tiered performance assessment. For additional guidance see the General Information User Guide.

**Table 2. Refuse Collection and Recycling Template Elements**

### **1.3 Using the Refuse Collection and Recycling Template**

The Template is intended to be tailored to meet client requirements for Refuse Collection and Recycling services. Users should read and understand the entire User Guide before starting the tailoring process. Users must consider all relevant guidelines to ensure that all appropriate topics are addressed.

Throughout the Template you will find the annotation <<Note to Spec Writer>>. Text within these symbols provides additional information and/or advises the user to insert appropriate information such as dollar limits, frequencies and container size.

#### **1.3.1 Defining Client Expectations**

**Pre-Planning Meetings and Analyses.** The first step in the tailoring process is to determine the client's expectations in terms of specific performance objectives and standards. An initial review of inventory, area maps, and photos of existing conditions will provide a better understanding of client expectations. Care must be taken to ensure that the client realizes the tradeoff between contract cost and "service level" expectations. In general, it will cost more to get service levels that satisfy higher expectations. Concurrent with understanding client expectations, it is essential to conduct market surveys. This statutory requirement is intended to compare the client's desired outcomes against the technical, management and pricing alternatives available in the marketplace for satisfying the Government's requirements.

The next step is to determine whether the client's requirements are currently contracted, if they are a new requirement, or if they are a result of an outsourcing effort (e.g., OMB Circular A-76). Comparisons should be made with any existing acquisition strategy, in order to optimize requirements for the greatest overall good of all clients and geographic areas. Pre-planning meetings shall be held as necessary to develop a full understanding of all expectations.

The Chief of Naval Operations (CNO) Integrated Process Team (IPT) has developed standard service levels for several functional areas. Service levels will be used for resource programming and budgeting and may require the fund recipients to use the funded service levels in their solicitation. For further guidance see Section 1.3.3, *Service Levels*.

If a Client is not required to use service levels, the appropriate changes must be made to Sections C and J.

**Comparison of Template WBS with Client Expectations.** The next step is to evaluate site-specific requirements in conjunction with the existing Refuse Collection and Recycling Work Breakdown Structure (WBS) for Section C. The WBS is the basis for communication throughout the acquisition process. A WBS defines an acquisition in product terms, and relates them in a tree diagram that displays the relationships of the products and services to each other and to the overarching performance outcomes.

Once the client's expectations are fully understood and the WBS has been tailored, the performance objectives and performance standards for firm fixed-price work may be reviewed and tailored to align with clients' expectations.

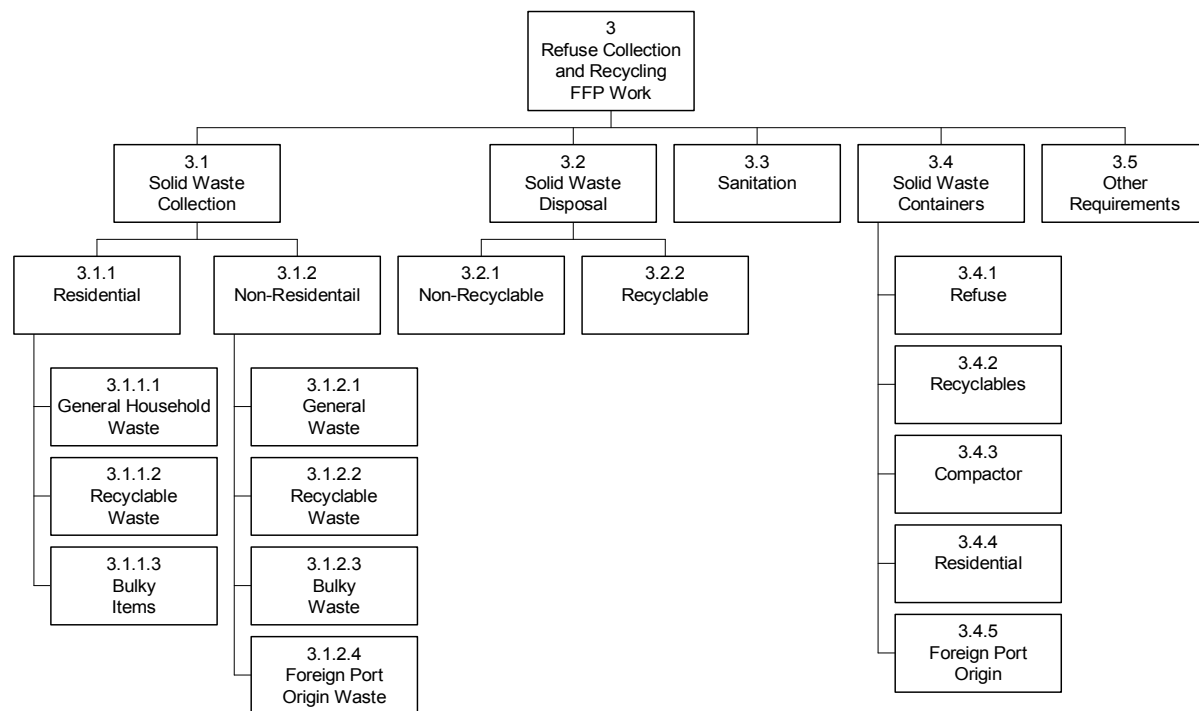
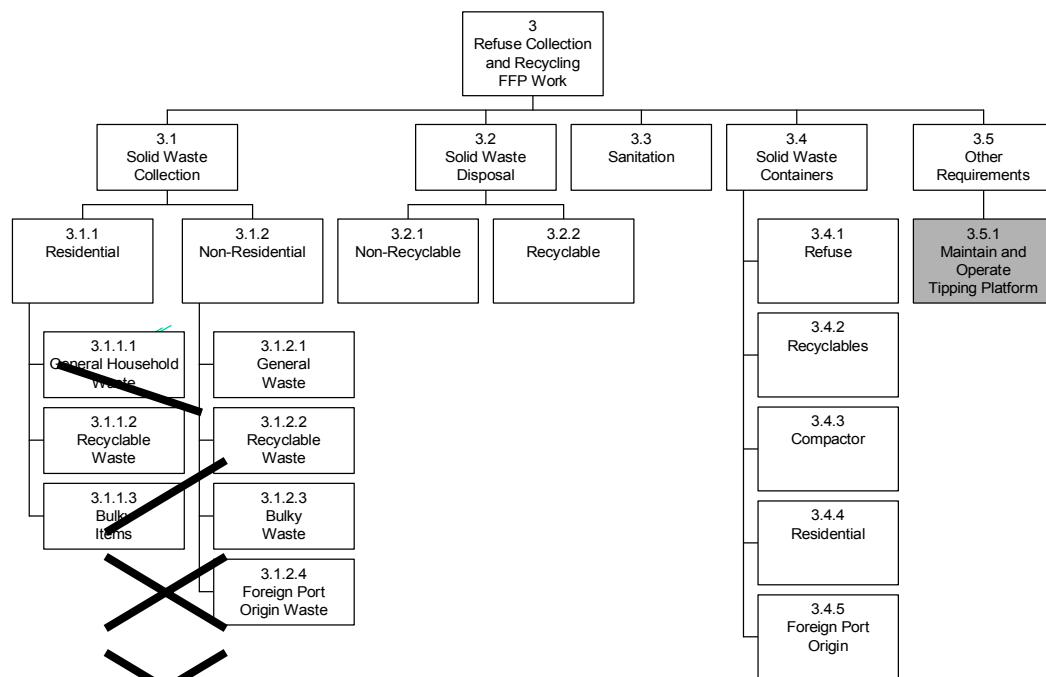


Figure 3 below is the WBS for the Refuse Collection and Recycling firm fixed-price work:

**Figure 3. Refuse Collection and Recycling WBS**

Client requirements that are not included in the WBS should be added and those that do not apply should be removed. For example, assume client requirements have been identified and there is a need to alter the WBS to delete residential solid waste collection due to privatization of Family Housing and add maintain and operate tipping platform.



The revised WBS could look like Figure 4 below.

**Figure 4. WBS Tailoring Example**

There are no WBS items to address Maintain and Operate Tipping Platform. Maintain and operate tipping platform is excluded from the CAC definition and has been added as WBS items 3.5.1 under Other Requirements (3.5).

Since residential solid waste collection has been deleted in Family Housing, WBS item 3.1.1 and all sub-items have been deleted.

### 1.3.2 Tabular Format

Section C is arranged in a tabular format that facilitates methodical arrangement of requirements, clear definition of expectations, and alignment of objectives with related information and measurable standards. The tabular format shown in Table 3 below provides a small extract of the Refuse Collection and Recycling specification and includes five columns of required information: Spec Item, Title, Performance Objective, Related Information, and Performance Standard.

Spec Item	Title	Performance Objective	Related Information	Performance Standard
3.1	Solid Waste Collection	The Contractor shall provide collection of residential, commercial, and industrial solid wastes to ensure refuse and recyclables are properly collected.	<p>Descriptions and locations of waste containers are shown in J-1503030-01.</p> <p>The Contractor shall develop and submit a schedule that has been optimized for solid waste collection to prevent waste container overflow.</p> <p>The Contractor shall submit changes to the solid waste collection scheduled in writing to the KO for approval.</p> <p>If the scheduled collection day falls on an observed holiday, pick up shall be on the following work day.</p> <p>The Contractor shall collect and dispose of any spillage.</p>	<p>Residential, commercial, and industrial solid wastes are collected per the Contractor's schedule.</p> <p>Refuse collection and recycling areas are clean and neat.</p>
3.1.1	Residential	The Contractor shall remove general household, recyclable, and bulky item waste from waste deposit areas to ensure refuse and recyclables are properly collected.	The Contractor shall return each waste container to its original location.	<p>Residential waste is removed from waste deposit areas per the Contractor's schedule.</p> <p>Waste deposit areas are free of waste following collection operations.</p>

**Table 3. Tabular Format**

**Spec Items** shown in Table 3 above provide examples of firm fixed-price requirements. However the tabular format for every Section C will actually address four distinct categories of work:

- **Spec Item 1** will always include general information unique to understanding the technical requirements of the spec. This item will not require pricing by the offeror.
- **Spec Item 2** will always include management and administrative requirements unique to the planning, execution, management and administration of the performance requirements of the specification. The cost of this item will be included the offeror's total contract price. Some management conditions are necessary to ensure successful performance, e.g., Government regular working hours and environmental protection, while others are excessive, e.g., requiring ISO 9000 with no equivalent and 10 minute service call response time.

- **Spec Item 3** will always include firm fixed-priced performance requirements. For example, in Table 3 above, items 3.1 and 3.1.1 for Refuse Collection and Recycling are shown.
- **Spec Item 4** will always include IDIQ work requirements.

**The Performance Objective** is an end state that someone wants to achieve. Objectives are often expressed in terms of specific accomplishments by an organization, levels of service provided to customers, or improvements in performance of some activity when measured against an established baseline. A performance objective for solid waste collection would be the following statement: *The Contractor shall remove non-residential waste from containers to ensure refuse and recyclables are properly collected.*

**Related Information** consists of information for the Contractor that is specific to a performance objective. Most tailoring occurs in the Related Information column. An example of related information for solid waste collection would be the following statement: *The Contractor shall return each waste container to its original location.*

Once the performance objectives and standards have been tailored to reflect client expectations, related information may be added to further clarify requirements. Information contained in this column does not merit routine Government assessment or is too costly to individually assess for the level of risk that they present. Table 4 below identifies four types of related information:

Type of Related Information	Description
Informational Notes	Informational notes is information that is not intended to constitute a material representation by the Government. Information notes will always be the last entry in the Related Information column. An example would be <i>INFORMATIONAL NOTES: The waste receptacles behind building 34 have previously been known to contain a high amount of easily spilled waste, i.e. cottage cheese, sauce, etc.</i>
Clarifying Information	Clarifying information describes client expectations in a more detailed manner than the performance objective and performance standard alone. An example of clarifying information would be <i>Bulky waste includes any waste that cannot fit within the general household waste containers.</i>
Constraining Information	Constraining information describes limitations to the work performed to meet the performance objective and performance standard. An example of constraining information would be <i>Waste shall be treated in accordance with local procedures and regulations.</i>
Requirement Information	Requirement information further describes client requirements associated with each performance objective. Such requirements do not individually rise to a level that merits routine Government assessment against a separate performance standard. An example of requirement information would be <i>Coordinate with Customs inspections as required.</i>

**Table 4. Related Information**

**Performance Standards** are targeted levels or ranges of performance for each characteristic that the Government monitors. At least one performance standard must exist for each performance objective. Achievement of a performance standard will either demonstrate directly that the Contractor has met the performance objective, or will enable the Government to infer with a high degree of confidence that the Contractor has met the contract performance objective. A performance

standard for solid waste collection would be the following statement: *Residential, Commercial, and Industrial solid wastes are collected as scheduled.*

Performance objectives, related information, and performance standards clearly describe client expectations. The Refuse Collection and Recycling WBS is arranged with more subjective performance objectives and standards at higher levels (e.g., 3.1) and more quantitative performance objectives and standards at lower levels (e.g., 3.1.1). This tiered approach allows Contractor performance evaluation at higher levels provided the Contractor can demonstrate adequate performance at that higher level. Only after the Contractor has failed to perform at the higher level would we normally need to evaluate Contractor performance at lower levels of the WBS. The WBS structure lends itself well to tiered performance assessment. For additional information on performance assessment refer to the General Information User Guide.

### **1.3.3 Service Levels**

The Refuse Collection and Recycling WBS accommodates OPNAV service levels; however, there is only one service level. If a client determines a requirement for additional service levels the template will allow for upgrades or downgrades in service levels on an annual basis, at time of award and/or at the exercise of an option period. The option to change service level(s) requires a preliminary notice to the Contractor. It is very important to set a reasonable time period for this preliminary notice to allow the Contractor time to alter staffing and schedule work appropriately to be successful in meeting the new requirements. It is important to note that the shorter the notice, the riskier the start-up and the greater likelihood of higher prices.

The following service level provision (pending NFAS approval) should be used for changing service levels on an annual basis. Use Alternate I if change in service levels is contemplated at the time of contract award for the base period:

**Option to Change Service Level, Alternate I.** Upon initial contract award the Government reserves the right to award options to increase or decrease service levels for the base period.

**Option to Change Service Level.** The Government reserves the right to increase or decrease the service level for each client at the time it exercises its option to extend the contract at the prices indicated in the schedule. The Government will provide \_\_\_\_\_ [insert number of calendar days between 15 and 90] calendar days preliminary notice of its intent to change the service level. Notice of intent **will** be in writing but may be in the form of an e-mail attachment, facsimile letter, or official mail signed by a Contracting Officer.

### **1.3.4 Section J Attachments**

Sample Refuse Collection and Recycling attachments are provided in the Template. These sample attachments contain information to help Contractors determine the scope of work to be performed. Refuse Collection and Recycling attachments include maps and locations, recycle collection points and are labeled J-1503030-attachment number (two-digit number from 01 to 99).

Sample Refuse Collection and Recycling ELINs for firm fixed-price and IDIQ work are provided in the Template and labeled J-0200000-07. The Refuse Collection and Recycling firm fixed-price

ELINs are structured to capture costs by IMAP CAC. The IDIQ ELINs structure includes the following columns: CAC, short description title, and full description of the work to be performed including completion times to facilitate the uploading of the IDIQ schedule into DoD EMALL. DoD EMALL is a web-based tool that allows clients to order pre-priced line items directly from the contractor using their Government purchase card.

The ELIN structure closely adheres to the guidance provided in NAVFAC Memorandum of 07 Mar 02, CONTRACT LINE ITEM RESTRUCTURING GUIDANCE.

### 1.3.5 Section L Questions

In a performance based contract, the Government identifies what it requires (i.e., performance objectives and performance standards) and offerors propose the “how to” methods for accomplishing these requirements. Section L contains a clause entitled CONTENT OF PROPOSALS in which offerors are required to explain their proposed performance methods and associated costs. To aid in evaluating and negotiating these proposals, it may be helpful to include in Section L specific questions for offerors to address.

Every effort should be made to minimize the number of questions. However, where information regarding the contractor’s method for performing the work poses an unacceptable risk to the Government, a specific question should be asked. Sample questions are shown in Table 5 below.

Spec Item	Questions for Refuse Collection and Recycling, Specification 1503030
3.1	Describe your proposed vehicles and equipment (e.g., leased or owned, how many, age, and status).
3.2	Where do you plan to dispose of collected waste (e.g., which landfill)?
3.3	How do you plan to maintain your equipment and containers in a clean, sanitary condition and minimize foul odors?
3.4	Describe your proposed containers (e.g., leased or owned, how many, age, and status).

**Table 5. Section L Questions for Refuse Collection and Recycling**

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## **2. Conclusion**

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The use of the Refuse Collection and Recycling Template will facilitate performance-based contracting, standard service levels, IMAP accounting, and tiered performance assessment. For Template documents, training and additional assistance using the Template, contact the local Engineering Field Division (EFD).

### 3. Web References

Table 6 below provides helpful web references.

Title	URL	Description
OPNAVINST 4860.7	<a href="http://nedb.nebt.daps.mil">http://nedb.nebt.daps.mil</a>	Guidance on implementing CA program requirements
OMB Circular A-76 Supplemental Handbook	<a href="http://emissary.acq.osd.mil/inst/share.nsf">http://emissary.acq.osd.mil/inst/share.nsf</a>	Guidance on implementing CA program requirements
IMAP website	<a href="https://ucso2.hq.navy.mil/IMAP/">https://ucso2.hq.navy.mil/IMAP/</a>	Contains the latest IMAP Core Business Model
NAVFAC Acquisition	<a href="http://acq.navfac.navy.mil">http://acq.navfac.navy.mil</a>	NAVFAC Acquisition home page
Seven Steps to Performance Based Services Acquisition	<a href="http://oamweb.osc.doc.gov/pbsc/">http://oamweb.osc.doc.gov/pbsc/</a>	Guidance for performance-based acquisition: Team Approach, Etc.
DoD PBSA Desk Guide	<a href="http://www.acq.osd.mil/ar/doc/pbsguide010201.pdf">http://www.acq.osd.mil/ar/doc/pbsguide010201.pdf</a>	Department of Defense Performance-Based Services Acquisition Desk Guide.
OFPP Best Practices Guide	<a href="http://www.arnet.gov/library/OFPP/bestpractices/PPBSC/bestPPBSC.html">http://www.arnet.gov/library/OFPP/bestpractices/PPBSC/bestPPBSC.html</a>	Office of Federal Procurement Policy best practices guide to implementing performance-based services contracting.
HHS KnowNet	<a href="http://knownet.hhs.gov/aboutKnowNet.htm">http://knownet.hhs.gov/aboutKnowNet.htm</a>	The Health and Human Services information repository of performance support.
USDA performance based service contracting	<a href="http://www.usda.gov/procurement/textonly/toolkit/pbsc.htm">http://www.usda.gov/procurement/textonly/toolkit/pbsc.htm</a>	United States Department of Agriculture performance based contracting toolkit
NAVFAC Facility Support Contracts	<a href="http://www.navfac.navy.mil/pw/fsc/">http://www.navfac.navy.mil/pw/fsc/</a>	FSC Product Line Plan initiatives and documentation.

**Table 6. Web References**